

Message Text

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ACTION SS-15

INFO OCT-01 AF-10 ISO-00 MMO-01 A-01 PER-01 EB-08
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NSAE-00 PA-01 ICA-11 OC-06 CCO-00 ABF-01 FBOE-00
AID-05 OMB-01 AGRE-00 PC-01 /085 W
-----071663 271817Z /53
R 271050Z APR 78
FM AMEMBASSY DAR ES SALAAM
TO SECSTATE WASHDC 8428

LIMITED OFFICIAL USE SECTION 1 OF 5 DAR ES SALAAM 1815

E.O. 11652: N/A
TAGS: OGEN
SUBJECT: FY 1980 GOALS/OBJECTIVES AND RESOURCE MANAGEMENT
(GORM) PROCESS

REF: STATE 063477

1. PART I.

FORM ZBB - 1

TOTAL U.S. PERSONNEL - 17
TOTAL FSL - 28
TOTAL PERSONNEL RESOURCES AT THE MISSION - 45

A. PACKAGE I - 40
B. PACKAGE II - 3
C. PACKAGE III - 2

FORM ZBB - 2

ZERO-BASE BUDGETING
FY-1980

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PERSONNEL RESOURCE WORKSHEET

FY 1978 PACKAGE I

FUNCTION AMER AMER FSL AMER AMER FSL
OFF. STAFF OFF. STAFF

EXEC	3	1	-	3	1	-
POL	1	1/2	-	1	1/2	-
ECON/COMM	2	1-1/2	2	2	1-1/2	1
CONS	2	-	2	2	-	2
ADM	3	3	24	2	2	22
TOTAL THIS						
PACKAGE	11	6	28	10	5	25
CUMMULATIVE						
TOTAL	11	6	28	10	5	25

PACKAGE II PACKAGE III

AMER AMER FSL AMER AMER FSL
OFF. STAFF OFF. STAFF

EXEC	-	-	-	-	-	-
POL	-	-	-	-	-	-
ECON/COMM	-	-	1	-	-	-
CONS	-	-	-	-	-	-
ADM	-	1	1	1	-	1

TOTAL THIS						
PACKAGE	-	1	2	1	-	1
COMMULATIVE						
TOTAL	10	6	27	11	6	28

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FORM ZBB - 3

(1) DECISON UNIT: TANZANIA (2) PAKAGE I OF III
(3) ACTIVITY DESCRIPTION: THE MINIMUM LEVEL AT WHICH THE EMBASSY CAN PURSUE EFFECTIVELY AGREED U.S. GOALS AND OBJECTIVES IN TANZANIA AND CARRY OUT THE EMBASSY'S ESSENTIAL ACTIVITIES IS 90 PERCENT OF OUR CURRENT LEVEL. AT THIS REDUCTION, THERE WOULD BE A DECREASE IN OUR COMMERCIAL SERVICES, IN THE SCOPE OF ACTIVITY OF OUR CONSULATE IN ZANZIBAR, IN OUR ABILITY TO PROCESS TELEGRAPHIC COMMUNICATIONS DURING AFTER DUTY HOURS, AND IN SOME OF OUR ADMIN-ISTRATIVE/GSO SERVICES TO MISSION-WIDE OFFICES.

THE 4 PERSON EXECUTIVE STAFF (3 OFFICERS AND 1 STAFF) COULD CONTINUE TO CONDUCT POLICY FORMULATION AND REVIEW, MISSION-WIDE POLICY AND PROGRAM COORDINATION AND MANAGEMENT GUIDANCE. WE COULD ALSO CONTINUE TO PROVIDE ESSENTILA SENIOR LEVEL CONTACTS AND REPRESENTATION AND PROTOCOL RESPONSIBILITES COULD BE ADEQUATELY MET, ALL IN SUPPORT OF OBJECTIVES IN GOAL I, OBJECTIVES 1 AND 3, AND GOAL III, OBJECTIVES 1, 2, AND 3.

THE 1-1/2 PERSON POLITICAL SECTION (1 OFFICER, 1 SHARED STAFF) COULD CONTINUE ITS PRESENT PROGRAM OF SHARPLY FOCUSED REPORTING

OF MAJOR FOREIGN POLICY ISSUES OF INTEREST TO US ESPECIALLY REGARDING SOUTHERN AFRICA AND MAINTAIN AN ADEQUATE LEVEL OF CONTACTS IN THE FOREIGN MINISTRY, WITH OTHER DIPLOMATIS, AMONG LIBERATION GROUP OFFICES AND A BARE BONES ENTREE WITH LOCAL POLITICAL INFLUENTIALS. ALL OF THIS WOULD BE IN PURSUIT OF GOAL I OBJECTIVE 3, GOAL II, AND GOAL AII OBJECTIVES 1, 2, AND 4.

THE 4-1/2 PERSON ECONOMIC/COMMERCIAL SECTION, REDUCED BY 1 FSL AT THIS LEVEL TO 2 OFFICERS, 1 FULL AND 1/2 SHARED AMERICAN STAFF AND 1 FSL, COULD MEET MINIMUM U.S. NEEDS FOR ECONOMIC REPORTING AND REPRESENTATION IN SUPPORT OF GOAL III OBJECTIVES 2, 3, AND 6. COMMERCIAL SERVICES FOR AMERICAN BUSINESS INTERESTS WOULD BE AT BARE MINIMUM EFFECTIVENESS.

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ICA-11 A-01 PER-01 OC-06 CCO-00 ABF-01 FBOE-00
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THE 5 PERSON CONSULAR SECTION (2 OFFICERS, 3 FSLS) COULD REMAIN AT ITS PRESENT LEVEL OF EFFECTIVENESS. IT WOULD BE ABLE TO ADEQUATELY HANDLE THE EXPECTED 10 PERCENT ANNUAL INCREASE IN NIV CASES AND THE ANTICIPATED GROWTH IN CONSULAR SERVICES TO AMERICAN CITIZENS AS TOURISM AND FOREIGN COMMERCIAL INTEREST IN THE PRIVATE ECONOMIC SECTOR GROWS.

KEY ADMINISTRATIVE SERVICES COULD BE PROVIDED WITH THE REDUCED STAFF OF 2 OFFICERS, 2 AMERICAN STAFF AND 22 FSLS (DOWN FROM 3 U.S. OFFICERS, 3 AMERICAN STAFF AND 24 FSLS). COMMUNICATIONS FLOW WOULD BE RESTRICTED TO ABOUT 70 PERCENT OF THE CURRENT LEVEL, OFFICES MISSION-WIDE WOULD HAVE TO PERFORM MORE OF THEIR OWN TRAVEL ARRANGEMENTS, AND PROCESSING OF REQUESTS FOR GSO SERVICES WOULD TAKE LONGER.

THE CONSULATE IN ZANZIBAR COULD CONTINUE AT ABSOLUTE MINIMUM

OF EFFECTIVENESS WITH THE LOSS OF 1 AMERICAN OFFICER, LEAVING IT WITH THE PRINCIPAL OFFICER AND 3 FSLs. THE CONSULATE WOULD CONTINUE TO PROVIDE AN AMERICAN PRESENCE AND LISTENING POST IN DOMESTICALLY POLITICALLY IMPORTANT ZANZIBAR IN PURSUIT OF GOAL III OBJECTIVES 4. IT COULD ALSO PROVIDE ON THE SPOT ADMINISTRATIVE AND PROGRAM SERVICES TO ICA AND USAID ACTIVITIES IN ZANZIBAR IN PURSUIT OF GOAL III OBJECTIVES 1, 2, 4, AND 5.

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(4) RESOURCE REQUIREMENTS:

	FY 78	FY 79	THIS PACKAGE ONLY	CUMULATIVE
U.S. OFFICERS	11		10	10
U.S. STAFF	6		5	5
FSLs	28		25	25
TOTAL	45		40	40

(5) IMPACT ON POLICY GOALS, OBJECTIVES AND ESSENTIAL ACTIVITIES:

INASMUCH AS OUR GOALS CONCERN MOSTLY FOREIGN POLICY POLITICAL QUESTIONS AND ARE MOSTLY PUSUED BY SENIOR EMBASSY OFFICER ACCESS TO SENIOR TANZANIANS, OUR BASIC TOOLS TO ACHIEVE OUR GOALS ARE MAINTAINED AT THIS RESOURCE LEVEL IN THE EXECUTIVE AND POLITICAL SECTIONS. OUR EFFECTIVENESS IN PERIODS OF GREAT VOLUME COMMUNICATIONS TRAFFIC DURING OFF DUTY HOURS -- THAT IS TO SAY, WHEN IMPORTANT THINGS ARE HAPPENING -- WOULD BE IMPAIRED BY THE LOSS OF A BACKUP, SECOND COMMUNICATOR. ALTHOUGH TANZANIA IS NOT A COUNTRY OF PRIME COMMERCIAL IMPORTANCE TO THE U.S., THE GOVERNMENT'S NEW PRAGMATIC ECONOMIC POLICY WHICH WELCOMES SOME FORMS OF FOREIGN INVESTMENT AND PARTNERSHIPS OFFERS NEW OPPORTUNITIES TO AMERICAN BUSINESSMEN. THE LOSS OF 1 FSL POSITION WILL REDUCE OUR SERVICES IN THE COMMERCIAL SECTOR, WITH ADVERSE IMPACT FOR GOAL III OBJECTIVE 3. SINCE THE ECONOMIC OFFICER WOULD HAVE TO DEVOTE MORE OF HIS TIME TO ROUTINE COMMERCIAL MATTERS, HIS ATTENTION TO ECONOMIC QUESTIONS WOULD SUFFER WITH REGARD TO GOAL III OBJECTIVES 1, 2, AND 3, AND HE WOULD BE LIMITED IN HIS ABILITY TO CONTRIBUTE TO USAID POLICY FORMATION RE GOAL III OBJECTIVE 5. IN TERMS OF OVERALL MISSION INTEGRATION AND EFFECTIVENESS IN EXPENDITURE OF 96 PERCENT OF TOTAL USG RESOURCES IN TANZANIA, THIS WOULD BE A MAJOR LOSS.

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THE LOSS OF THE FSL LOCAL POSITION THAT HANDLES TRAVEL

ARRANGEMENTS FOR EMBASSY AS WELL AS VISITING PERSONNEL WILL MEAN INDIVIDUAL OFFICES WILL HAVE TO DIVERT TIME TO THIS ADMINISTRATIVE CHORE FOR THEIR OWN PERSONNEL AS WELL AS FOR VISITORS WHOM THEY ARE HOSTING. MORALE AT THIS ISOLATED POST, WHERE ADEQUATE HOUSEHOLD REPAIR SERVICES ARE ALMOST NONEXISTENT ON THE LOCAL MARKET, INEVITABLY WILL SUFFER TO SOME EXTENT AS THE ELIMINATION OF A GSO FSL POSITION SOWS DOWN THE PROCESSING OF REQUEST FOR GSO SERVICES.

AT OUR ZANZIBAR CONSULATE, THERE WILL BE A 50 PERCENT REDUCTION IN OUR AMERICAN STAFF, THEREBY REDUCING THE SYMBOLISM OF THE AMERICAN PRESENCE AND THE CAPACITY OF THE CONSULATE TO COVER MAJOR TRENDS AND ATTITUDES ON THAT POLITICALLY IMPORTANT ISLAND. THE ABILITY OF THE CONSULATE TO MONITOR AND SUPPORT ICA AND USAID ACTIVITIES THERE WILL BE REDUCED. OF GREAT IMPORTANCE, THE REDUCTION WOULD LEAVE THE PRINCIPAL OFFICER AS THE SOLE AMERICAN OFFICIAL IN A 25 PERCENT HARDSHIP POST WHERE FEW OTHER EXPATRIATES LIVE, THUS PRESENTING POTENTIAL MORALE PROBLEMS AND ASSIGNMENT COMPLICATIONS. IT ALSO WOULD MEAN THERE WOULD BE NO AMERICAN OFFICIAL PRESENT AT THE CONSULATE DURING THE SINGLE OFFICER'S ABSENCE FOR R&R, SICKNESS, OR REQUIRED TRAVEL, UNLESS A TDY AMERICAN WERE SENT THERE. THE EMBASSY WOULD BE HARD PRESSED TO SPARE ANYONE FOR SUCH TDY DUTY.

FORM ZBB - 3

(1) DECISION UNIT: TANZANIA (2) PACKAGE II OF III
(3) ACTIVITY DESCRIPTION

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NSC-05 SP-02 CIAE-00 DODE-00 INR-10 NSAE-00 PA-01
ICA-11 A-01 PER-01 OC-06 CCO-00 ABF-01 FBOE-00
AID-05 OMB-01 AGRE-00 PC-01 /085 W
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FM AMEMBASSY DAR ES SALAAM
TO SECSTATE WASHDC 8430

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AT THIS LEVEL, THE ECONOMIC/COMMERCIAL SECTION WOULD BE RESTORED TO FULL CURRENT LEVEL STRENGTH WITH THE ADDITION OF THE FSL COMMERCIAL SECRETARY. WE COULD THUS CONTINUE TO PROVIDE FULLY ADEQUATE SERVICES TO AMERICAN BUSINESSMEN AND THOSE IN TANZANIA SEEKING AMERICAN COMMERCIAL PARTNERS. WE WOULD HAVE ROOM FOR SOME PROJECTED GROWTH IN THE YEAR AHEAD IN OUR COMMERCIAL WORK. THE ECONOMIC SECTION'S VITAL ADVICE ON AID MATTERS COULD CONTINUE. OUR COMMUNICATIONS STAFFING WOULD RETURN TO THE CURRENT LEVEL WITH THE ADDITION OF AN AMERICAN STAFF COMMUNICATOR, THUS GIVING US THE CAPABILITY TO SERVICE A HIGH VOLUME OF NON-DUTY HOURS HIGH PRECEDENCE TELEGRAMS -- A COMMON OCCURRENCE OVER THE PAST YEAR (AND THE REASON WE BROUGHT IN A ADDITIONAL COMMUNICATOR IN 1977) BECAUSE OF INTENSE DIPLOMATIC ACTIVITY ON SOUTHERN AFRICAN MATTERS. THE ADDITION OF A FSL SECRETARY POSITION IN GSO WOULD ALLOW US TO RETURN TO CURRENT PERSONNEL LEVEL FOR PROCESSING OF GSO SERVICE REQUESTS, THUS RESTORING MORALE IN THE OFFICIAL COMMUNITY IN THAT IMPORTANT AREA.

(4) RESOURCE REQUIREMENTS:

	FY 78	FY 79	THIS PACKAGE	CUMULATIVE
			ONLY	
U.S. OFFICERS	11		-	10
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U.S. STAFF	6	1	6
FSLs	28	2	27
TOTAL	45	3	43

(5) IMPACT ON CURRENT US POLICY, GOALS, OBJECTIVES AND ESSENTIAL ACTIVITIES:

THERE WILL CONTINUE TO BE AN ADMINISTRATIVE DRAIN ON ALL OFFICES TO PROCESS TRAVEL REQUIREMENTS THEMSELVES FOR THEIR PERSONNEL AND VISITORS. WE MIGHT TRY TO PROVIDE CENTRALIZED TRAVEL ARRANGEMENT SERVICES BY SHARING THAT RESPONSIBILITY BETWEEN THE FSL COMMERCIAL SECRETARY WHOSE POSITION IS RESTORED IN THIS PACKAGE AND THE FSL PERSONNEL OFFICER, ALTHOUGH THE PERFORMANCE OF BOTH IN THEIR PRIMARY RESPONSIBILITIES WOULD SUFFER.

OUR CONSULATE IN ZANZIBAR WOULD CONTINUE TO BE LIMITED BY THE BARE MINIMUM ABILITY OF ONE AMERICAN OFFICIAL TO PERFORM ALL OF THE RESPONSIBILITIES FOR ACHIEVING OUR OBJECTIVE OF MAINTAINING A REPRESENTATIONAL PRESENCE AND POLITICAL LISTENING POST IN THE HOME DISTRICT OF THE MAN WHO WELL MIGHT BECOME TANZANIA'S NEXT PRESIDENT AND WHERE THERE IS A STRONG COMMUNIST BLOC PRESENCE. THE CONSULATE ALSO WOULD STILL BE LIMITED IN THE SUPPORT IT COULD FIVE TO OUR AID AND ICA ACTIVITIES IN ZANZIBAR.

FORM ZBB - 3

- (1) TANZANIA (2) PACKAGE III OF III
(3) ACTIVITY DESCRIPTION:

ALL ACTIVITIES CURRENTLY CONDUCTED BY THE EMBASSY WOULD BE CONTINUED IN SUPPORT OF THE AGREED THREE MAJOR POLICY GOALS AND THEIR ASSOCIATED OBJECTIVES.

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- (4) RESOURCE REQUIREMENTS:

	FY 78	FY 79	THIS PACKAGE	CUMMULATIVE
			ONLY	
U.S. OFFICERS	11		1	11
U.S. STAFF	6		-	6
FSLs	28		1	28
TOTAL	45		2	45

- (5) IMPACT ON CURRENT US POLICY GOALS, OBJECTIVES, ESSENTIAL ACTIVITIES;

WE WOULD BE ABLE TO CONTINUE WITH OUR CURRENT LEVEL OF OPERATIONS, ACTIVITIES AND SERVICES WHICH BY OUR CHOICE ARE LEAN, SHARPLY FOCUSED AND ADEQUATE FOR PRESENT CIRCUMSTANCES. FUTURE DEVELOPMENTS, ESPECIALLY WITH REGARD TO POLITICAL DEVELOPMENTS IN SOUTHERN AFRICA, COULD CHANGE OUR STAFFING REQUIREMENTS BOTH UP OR DOWN, DEPENDING ON HOW THOSE EVENTS AFFECT US-TANZANIA RELATIONS. IF RELATIONS STAY ON THEIR PRESENT IMPROVING COURSE, WE MAY WANT TO REQUEST IN A FEW YEARS A JUNIOR US OFFICER TO HELP IN BOTH THE POLITICAL SECTION WITH REPORTING AND BROADER CONTACTS WITHIN THE TANZANIA DOMESTIC POLITY AND TO ASSIST THE EXECUTIVE SECTION IN WHAT WOULD BE SOME INCREASED PROTOCOL AND REPRESENTATION ACTIVITIES AND SERVICES TO A LARGER NUMBER OF AMERICAN HIGH LEVEL VISITORS.

NON-SALARY FUNDING PROGRAM AND ACTIVITIES:

THE EMBASSY DOES NOT HAVE MAJOR OPERATION ASSOCIATED WITH LARGER EMBASSIES SUCH AS COMMERICAL LIBRARIES, AUTOMATED BUSINESS MACHINES AND OTHER EQUIPMENT, ETC. OUR MAJOR EXPENDITURES GO FOR OFFICE AND RESIDENTIAL SPACE, REPLACEMENT FOR OFFICE EQUIPMENT AND FURNITURE AND HOUSEHOLD FURNITURE AND APPLIANCES, AND ADMINISTRATIVE OPERATIONS. WE SIGNED A LEASE IN FY 77 FOR A NEW OFFICE BUILDING WHICH IS BINDING THROUGH 1986, SO THERE IS NO LIMITED OFFICIAL USE

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POSSIBILITY OF REDUCING THAT MAJOR EXPENSE OF \$115,000 ANNUALLY.
FOURTEEN OF OUR RESIDENCES ARE ON LONG TERM LEASES. THOSE THAT
ARE LEASED HAVE FAVORABLE RENTAL COSTS THAT WOULD BE INCREASED BY

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ICA-11 A-01 PER-01 OC-06 CCO-00 ABF-01 FBOE-00
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FM AMEMBASSY DAR ES SALAAM
TO SECSTATE WASHDC 8431

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A MINIMUM OF 100 PERCENT IF WE WENT ON TODAY'S RENTAL MARKET.
MAINTENANCE OF OUR ZANZIBAR CONSULATE IS COST EFFECTIVE BECAUSE
OF THE VERY LOW RENTAL EXPENSE THERE -- E.G., \$3,000 FOR THE
CONSULATE BUILDING AND ONE RESIDENCE. OUR REPRESENTATION EXPENSES
ARE TAILORED TO WHAT HAS BEEN THE LIMITED ACCESS WE HAVE HAD IN
THE RESTRICTIVE TANZANIAN POLITICAL ENVIRONMENT. IF OUR ACCESS
CONTINUES TO IMPROVE AS IT HAS OVER THE PAST YEAR AND A HALF,
WE SHOULD NOT REDUCE BUT INCREASE OUR REPRESENTATIONAL ALLOWANCE
TO SERVE ALL THREE OF OUR MAJOR GOALS THAT RELY LARGELY ON
PERSONAL CONTACT WITH INFLUENTIAL TANZANIANS. SIMILARLY, TRAVEL
OPPORTUNITIES IN THE COUNTRY FOR PURPOSES OF POLITICAL AND
ECONOMIC REPORTING AND FOR REPRESENTATION WILL IMPROVE IF OUR
BILATERAL RELATIONS CONTINUE TO GROW CLOSER. THAT WOULD SUGGEST
AN INCREASE IN OUR TRAVEL ALLOWANCE. RECURRENT ADMINISTRATIVE
COSTS WILL GO UP ANNUALLY WITH INFLATION (CURRENTLY AT ABOUT 10
PERCENT), SO INCREASES IN THAT ALLOTMENT MUST OCCUR JUST TO
STAY AT OUR PRESENT ONLY ADEQUATE LEVEL OF ADMINISTRATIVE
SERVICES.

2. PART II:

AMBASSADOR'S EVALUATION OF GOALS, OBJECTIVES AND RESOURCE MANAGE-
MENT OF ALL AGENCIES SUBJECT TO AMBASSADOR'S DIRECTION.

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IT WILL SOON BE TWO-AND-A-HALF YEARS SINCE I ASSUMED RESPONSIBILITY FOR THIS MISSION. DURING THIS PERIOD I HAVE CONDUCTED SEMI-ANNUAL MODE REVIEW FOR ALL AGENCIES. I HAVE PARTICIPATED IN PREPARATION OF A PARM AND OF OUR CURRENT STATEMENT OF GOALS AND OBJECTIVES. I HAVE BEEN CLOSELY ENGAGED IN THREE BUDGETARY AN PROGRAMMING CYCLES FOR STATE, ICA, AID, INCLUDING BOTH ANNUAL BUDGET SUBMISSIONS AND CONGRESSIONAL PRESENTATIONS FOR THE LAST.

IT IS NOT SURPRISING THEREFORE THAT I AM FULLY SATISFIED WITH (AL) THE OVERALL SIZE AND STURCTURE OF THE MISSION, (BL THE PROGRAMS AND PRIORITIES OF EACH AGENCY AND THEIR RELATIONSHIP TO OUR GOALS AND OBJECTIVES, AND (C) THE BALANCE OF EACH AGENCY'S ACTIVITIES IN REGARD TO THE OTHERS. TO COMMENT BRIEFLY AGENCY BY AGENCY: STATE: SECTION I OF THIS PAPER REFLECTS MY VIEWS IN DETAIL. STATES, CONTRIBUTION TO OUR GOALS AND OBJECTIVES CONSISTS PRIMARILY OF BRIGHT AND IMAGINATIVE PEOPLE ON THE GROUND -- PEOPLE WHO GAIN AND USE ACCESS TO SENIOR TANZANIANS IN ACCORDANCE WITH GOAL I, WHO WATCH CAREFULLY FOR THREATS TO GOAL II, AND WHO MAKE THE MOST OF CURRENT US POLICIES, MANY OF WHICH ARE CONDUCIVE TO IMPROVING OUR IMAGE (GOAL III) IN TANZANIA AND IN AFRICA.

OUR PEOPLE MACHINE WORKS SMOOTHLY AND IS CAREFULLY DESIGNED TO DO WHAT WE HAVE TO DO. A FEW MORE BODIES MIGHT BE HELPFUL BUT THEY ARE NOT ESSENTIAL. A FEW MORE RESOURCES WOULD MOOTH THE PATH, BUT, EXCEPT FOR THE INCREASES INFLATION REQUIRES TO KEEP US WHERE WE ARE, EXPANSION IS NOT VITAL. IN OUR CIRCUMSTANCES, A WISE CHOICE BY A PERSONNEL OFFICER IN THE DEPARTMENT IS MORE IMPORTANT THAN ANOTHER FEW HUNDRED THOUSAND DOLLARS IN MONEY. ICA: ICA'S CONTRIBUTION TO OUR GOALS AND OBJECTIVES IS THE SAME AS STATE'S PAINTED ON A BROADER CANVAS. ITS FOCUS IS ON GOALS I
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AND III WITH A QUANTITATIVE NOTE. IT PROVIDES THE BOOKS, FILMS, LECTURERS, ETC., TO GIVE BODY TO WHAT IS DONE AT THE DIPLOMATIC LEVEL AND TO REACH A LARGER AUDIENCE. THIS IS ESSENTIAL TO AVOID A TIME LAG AND TO KEEP THE US-TANZANIAN RELATIONSHIP IN BALANCE. FOR EXAMPLE, PRESIDENT NYERERE AND THE TOP POLITICAL AND ECONOMIC LEVELS NOW UNDERSTAND AND ARE PREPARED TO COOPERATE WITH US TO A CONSIDERABLE DEGREE. HOWEVER, THE NEXT ECHELON OF LEADERSHIP, HAVING BEEN EXPOSED PO A DECADE OF STRGNG ANTI-US IDEOLOGY AND EDUCATION, HAS NOT YET CAUGHT UP WITH THE CHANGED

ATMOSPHERE. ICA IS HELPING THEM TO DO SO.

I AM PREPARED TO HAVE ICA REMAIN AT ABOUT ITS PRESENT LEVEL OF PERSONNEL AND RESOURCES BECAUSE IN THE NEW ATMOSPHERE IT IS SIMPLY GETTING A MUCH BETTER RETURN ON ROUGHLY THE SAME LEVEL OF ACTIVITY. WHEN THIS "WINDFALL" HAS BEEN FULLY EXPLOITED, HOWEVER, WE MAY WISH TO INCREASE OUR ICA PROGRAMMING. (WE MOST CERTAINLY DO NOT WANT TO REDUCE IT NOW.) USICA TANZANIA HAS AN EXCELLENT SENSE OF PRIORITIES, RANGING FROM THE FOCUS OF VIRTUALLY ALL OF ITS EFFORTS ON SUPPORT FOR THE TANZANIAN, INTERNATIONAL AND US PRESS (NOTE: TWO-WAY COMMUNICATION) DURING SUCH EVENTS AS VISITS BY THE SECRETARY AND AMBASSADOR YOUNG TO EXCHANGE, FILM, AND PUBLICATIONS PROGRAMS AIMED AT BROADENING THE BASIS OF COMMUNICATION AND UNDERSTANDING YEAR IN AND YEAR OUT.

AID: ALTHOUGH IT TAKES UP MORE THAN 96 PERCENT OF OUR MISSION-WIDE RESOURCE ALLOCATIONS, OUR AID PROGRAM IS NOT LARGE ENOUGH IN RELATION TO THE CONTRIBUTIONS OF OTHER DONORS TO GIVE US MAJOR POLITICAL OR ECONOMIC LEVERAGE IN ITSELF. HOWEVER, AN AMERICAN DEVELOPMENT ASSISTANCE PROGRAM IS A SINE QUA NON FOR OUR DOING BUSINESS IN TANZANIA. IT IS THE PROOF THAT WE ACCEPT AND APPROVE TANZANIA'S OWN ASPIRATIONS FOR A BETTER LIFE FOR ITS PEOPLE, SOCIALIST THOUGH THAT LIFE MAY BE, AND THAT WE WISH TO HELP. AN EXPANDING AID PROGRAM OF THE KIND WE ARE NOW UNDERTAKING MAY NOT BE ESSENTIAL FOR CONTINUED COOPERATION ON SOUTHERN AFRICAN ISSUES BUT IT IS AN IMPORTANT REFLECTION OF OUR GENERALLY IMPROVING RELATIONS. IT ALSO DEMONSTRATES OUR RESPONSIVENESS TO SOUTHERN HEMISPHERE PROBLEMS. THUS, IT SERVES BOTH GOALS I AND III.

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OUR PL 480 PROGRAM HAS BEEN INVALUABLE TO TANZANIA DURING THE LAST FEW YEARS, BUT ITS CHIEF UTILITY AT THE MOMENT IS AS AN INSURANCE POLICY AND IT DOES NOT FIT READILY INTO AN OVERALL SCHEME OF PRIORITIES. EXPERIENCE HAS CLEARLY TAUGHT US THAT, IN

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ACTION SS-15

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ICA-11 A-01 PER-01 OC-06 CCO-00 ABF-01 FBOE-00

AID-05 OMB-01 AGRE-00 PC-01 /085 W

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FM AMEMBASSY DAR ES SALAAM

TO SECSTATE WASHDC 8432

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COMPARISON WITH OTHER DONORS, WE ARE MOST EFFECTIVE IN PROVIDING TECHNICAL ASSISTANCE PROJECTS SUPPLYING HIGHLY SKILLED PEOPLE IN FOOD PRODUCTION AND HEALTH. OUR PROGRAMS FOCUS EXCLUSIVELY ON THESE AREAS AND THEY ARE BOTH EFFECTIVE AND APPRECIATED. AT THE MOMENT AT LEAST OUR PRIME LIMITATION IN EXPANSION IS IN AID'S OWN ABILITY TO DEVISE, DESIGN, STAFF, AND SUPPORT PROJECTS, BOTH NEW AND CONTINUING. WE CANNOT, I AM CONVINCED ON THE BASIS OF PAST EXPERIENCE, INCREASE OUR TECHNICAL ASSISTANCE PROGRAMS BEYOND THOSE NOW CONTEMPLATED FOR FYS 1978, 1979, AND 1980 (ABOUT 30 PERCENT A YEAR).

WE HOPE, HOWEVER, TO BE ABLE TO PROVIDE MORE MONEY -- WHICH CAN USEFULLY BE EMPLOYED BY TANZANIA -- THROUGH MORE FULLY FUNDING (I.E., INCLUDING LOCAL COSTS) TECHNICAL ASSISTANCE PROGRAMS, INCREASING OUR CAPITAL INPUTS IN THEM, AND BY CAREFULLY SELECTED BUDGET SUBSIDY. IN SUM, THE AREA FOR EXPANSION OVER OUR CURRENT PROJECTIONS MUST BE IN MONEY RATHER THAN PEOPLE.

THERE HAS AT TIMES BEEN PRESSURE FROM AID WASHINGTON TO ACCEPT A WIDE VARIETY OF VISITORS AND CENTRALLY FUNDED INNOVATIVE PROJECTS SUPPORTED BY VOLAGS OR SPECIALIZED BUREAUS OF AID. SOME OF THESE HAVE LITTLE RELEVANCY TO OUR DEVELOPMENTAL PRIORITIES HERE, NEVER MIND OUR OVERALL GOALS AND OBJECTIVES. THESE LIMITED OFFICIAL USE

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CAN ALSO USE UP INORDINATE AMOUNTS OF OUR TIME AND PERSONNEL. HOWEVER, AID/TANZANIA HAS BEEN IN CLOSE COMMUNICATION WITH AID/W ON THESE PROBLEMS AND THEY ARE PROVING MANAGEABLE.

PEACE CORPS: WE ARE STILL IN THE PROCESS OF NEGOTIATING THE START UP OF A PEACE CORPS PROGRAM HERE. IF, AS WE EXPECT, IT BEGINS TO OPERATE THIS YEAR, WE WILL THEN BE BETTER ABLE TO PROJECT ITS SIZE AND SCOPE. THE PEACE CORPS WOULD SERVE GOALS I AND III (DEVELOP CLOSE RELATIONSHIPS WITH SENIOR OFFICIALS AND IMPROVE OUR IMAGE AMONG TANZANIANS). APART FROM THE INCREASED DEVOTION AND MOTIVATION WE EXPECT THE PC TO BRING TO OUR -- AND TANZANIA'S -- EFFORTS TO IMPROVE LIVING CONDITIONS HERE AND THE REAL CONTRIBUTION IT WILL MAKE TO DEVELOPMENT, WE SEE THE PEACE CORPS AS BECOMING A RATHER SENSITIVE WEATHER VAIN OF OUR STANDING HERE. ACCEPTANCE BY TANZANIA OF THE PEACE CORPS WILL SYMBOLIZE

ACCEPTANCE IN GENERAL OF US FOREIGN POLICY IN TANZANIA. AS LONG AS THE PEACE CORPS IS HERE, THAT WILL HELP US BOTH IN TANZANIA AND ELSEWHERE IN THE THIRD WORLD WHERE TANZANIA'S EXAMPLE IS IMPORTANT. OUR PRESENTLY PROJECTED MODEST PROGRAM START-UP IN FY 79 WOULD INCREASE IN FY 80 TO REE DIRECT HIRE AMERICANS, FOUR DIRECT HIRE LOCAL EMPLOYEES AND THREE LOCAL CONTRACT EMPLOYEES, SERVING A VOLUNTARY CORPS THAT WE PROJECT TO GROW TO ABOUT 100 BY FY 80. THE PROGRAM BUDGET OF \$400,000 AND BARE BONES ADMINISTRATIVE SUPPORT PROJECTION OF \$300,000 IS CONSISTENT WITH THE KIND OF PROFILE WE BELIEVE TO BE MOST EFFECTIVE AT THE BEGINNING. AS WE GET A BETTER FEEL IN THE MONTHS AHEAD OF THE KINDS OF PEACE CORPS PROGRAMS THE TANZANIANS WANT, THE PROJECTIONS MAY VARY.

3. TEN PERCENT REDUCTIONS.

A TEN PERCENT REDUCTION IN USG ACTIVITIES HERE WOULD FALL MOST HEAVILY ON OUR AID RESOURCE ALLOCATIONS. THAT IS NOT BECAUSE OUR AID PROGRAMS ARE THE LEAST IMPORTANT OF ALL TO OUR GOALS AND LIMITED OFFICIAL USE

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OBJECTIVES; THEY ARE NOT. IT IS BECAUSE AID CONSTITUTES 96 PERCENT OF OUR TOTAL RESOURCE ALLOCATIONS, SO CUTS THERE ARE LESS PAINFUL TO THE ACHIEVEMENT OF OUR GOALS AND OBJECTIVES THAN WOULD BE CUTS IN THE PROGRAMS OF OTHER AGENCIES. MOREOVER, NON-AID ACTIVITIES REQUIRE LESS DOLLARS THAN DO AID ACTIVITIES TO MAKE AN EQUIVALENT CONTRIBUTION TO OUR MAJOR GOALS AND OBJECTIVES IN TANZANIA. THUS, DOLLAR CUTS IMPACT DIFFERENTLY ON AID AND NON-AID PROGRAMS.

WITH THOSE CONSIDERATIONS IN MIND, PURSUIT OF OUR GOALS AND OBJECTIVES WOULD BE DAMAGED LEAST BY ABSORBING A 10 PERCENT (OF FY '78 BUDGET LEVEL) CUT IN MISSION-WIDE ACTIVITIES AS FOLLOWS:

- AID: POSTPONE INITIATION OF THE NEW ZANZIBAR RICE PROGRAM PLANNED FOR FY '80; REDUCE HEIFER INTERNATIONAL PROJECT BY A FEW HUNDRED HEAD OF CATTLE FOR A YEAR. THIS WOULD SAVE AROUND \$1.6 MILLION, OR ABOUT 90 PERCENT OF A 10 PERCENT REDUCTION IN OUR CURRENT LEVEL RESOURCE ALLOCATION.
- ICA: REDUCE TOPIC DISTRIBUTION ABOUT ONE THIRD, SCALE DOWN OUR FILM PROGRAM, AND ELIMINATE TWO IV GRANTS.
- STATE: REDUCE EMBASSY TRAVEL, MAINTENANCE AND REPAIRS, OVERTIME, REPLACEMENT SCHEDULE FOR OFFICE EQUIPMENT AND USG-SUPPLIED HOUSEHOLD GOODS, REDUCE ADMIN SECTION BY ONE CORE LOCAL EMPLOYEE, AND POSSIBLY REDUCE CONSULATE ZANZIBAR BY ONE AMERICAN OFFICER.

ALTHOUGH SUCH CUTS WOULD BE MINIMALLY ACCEPTABLE IN TERMS OF ADVERSE CONSEQUENCES FOR OUR GOALS AND OBJECTIVES, WE DO NOT SEEK THEM, AND WE DO NOT BELIEVE US INTERESTS ARE BEST SERVED BY SUCH CUTS. WE HAVE DESIGNED OUR FY '79 AND FY '80 OPTIMAL BUDGETS WITH FULL MUSCLE-NO FAT CONCEPTS. ANY BUDGET CUTS WOULD BE CLOSE TO THE BONE.

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